Guidelines Relating to Traffic Congestion Relief Funds

For Cities and Counties



STEVE WESTLY California State Controller

November 2003

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ATTACHMENTS

ATTACHMENT A—Schedule of Expenditures for Cities ATTACHMENT B—Schedule of Expenditures for Counties **SUMMARY** 100

TRAFFIC CONGESTION RELIEF FUND

110

Assembly Bill 2928 (Chapter 91, Statutes of 2000), as amended by Senate Bill 1662 (Chapter 656, Statutes of 2000), established the Traffic Congestion Relief Fund (TCRF) in the State Treasury for allocating to cities and counties (including the City and County of San Francisco) for street or road maintenance or reconstruction. In fiscal year (FY) 2000-01, \$400 million was allocated by the State Controller on October 13, 2000, to cities and counties for street or road purposes under Streets and Highways Code Section 2182. Additional funds will be allocated quarterly by the State Controller's Office to cities and counties in FY 2001-02 through FY 2005-06 for street or road purposes under Revenue and Taxation Code Section 7104.

Funds transferred to cities and counties must be deposited in certain local accounts in order to avoid commingling the funds with other local funds. These funds must be used for street or road maintenance or reconstruction (or storm damage repair, as defined on page 6 for FY 2001-02 through FY 2005-06). Cities and counties are required to maintain their existing commitment of general funds for street or road work in order to remain eligible for allocation of the specified funds. In order to receive any allocation of the specified funds, the city or county must annually expend from its general funds for street or road purposes an amount not less than the annual average of expenditures from its general funds during FY 1996-97, FY 1997-98, and FY 1998-99, as reported to the State Controller in the Annual Street Report or Annual Road Report pursuant to Streets and Highways Code Section 2151.

BACKGROUND

200

INTRODUCTION 210

Assembly Bill 2928 (Chapter 91, Statutes of 2000), as amended by Senate Bill 1662 (Chapter 656, Statutes of 2000), established the TCRF. The State Controller will allocate funds from the TCRF to cities and counties for street or road maintenance or reconstruction from FY 2000-01 through FY 2005-06.

ALLOCATION OF FUNDS, FY 2000-01

220

During FY 2000-01, the State Controller allocated \$400 million to cities and counties on October 13, 2000, from funds appropriated to the TCRF pursuant to Streets and Highways Code Section 2182, in the following manner:

- 50% to counties. Of this amount, 75% was based on the number of fee-paid and exempt vehicles registered with a county, and 25% was based on the number of miles of maintained county roads within a county.
- 50% to cities, in the proportion that the total population of a city bears to the total population of all cities in the State, using the most recent population estimates prepared by the Demographics Research Unit of the Department of Finance.

For a city incorporating after January 1, 1998, that does not appear on the most recent population estimates prepared by the Demographics Research Unit, the State Controller used the population determined for that city under Revenue and Taxation Code Section 11005.3.

ALLOCATION OF FUNDS, FY 2001-02 THROUGH FY 2005-06

230

For each quarter during the period beginning July 1, 2001, and ending on June 30, 2006, the State Controller will allocate funds appropriated to the TCRF pursuant to Revenue and Taxation Code Section 7104 in the following manner:

- 20% into the Public Transportation Fund, a trust fund within the State Transportation Fund (25%) pursuant to Public Utilities Code Section 99314, 25% pursuant to Public Utilities Code Section 99313, and 50% to the California Department of Transportation (Caltrans));
- 40% to Caltrans for programming for transportation capital improvement projects;
- 20% to counties (75% apportioned based on the number of fee-paid and exempt vehicles registered with a county and 25% based on the number of miles of maintained county roads within a county); and
- 20% to cities, in the proportion that the total population of a city bears to the total population of all cities in the state.

When allocating funds to cities and counties during FY 2001-02 through FY 2005-06, the State Controller will use the most recent population estimates prepared by the Demographics Research Unit of the Department of Finance. The State Controller will use the population determined under Revenue and Taxation Code Section 11005.3 for a city that incorporated after January 1, 1998, which does not appear on the most recent population estimates prepared by the Demographics Research Unit.

REQUIREMENTS

300

DEPOSIT OF FUNDS

310

Funds allocated from the TCRF to cities and counties for street or road purposes must be deposited as follows:

- In the case of a city, into the city account designated for the receipt of state funds allocated for transportation purposes;
- In the case of a county, into the county road fund; and
- In the case of the City and County of San Francisco, into a local account that is designated for the receipt of state funds allocated for transportation purposes.

USE OF FUNDS 320

Funds allocated to a city or county and related interest must be used only for maintenance or reconstruction costs on public streets or roads (and storm damage repair as defined on page 6 for FY 2001-02 through FY 2005-06). Cities and counties must maintain their existing commitment of general funds for street or road work in order to remain eligible for the allocation of these funds.

THREE-YEAR AVERAGE

330

In order to receive any allocation of these funds, a city or county must annually expend from its general funds for street or road purposes an amount not less than the annual average of expenditures from its general funds during FY 1996-97, FY 1997-98, and FY 1998-99, as reported to the State Controller in the Annual Street Report or Annual Road Report pursuant to Streets and Highways Code Section 2151.

TWO-YEAR OPTION 340

If a city or county fails to comply with the Three-Year Average requirement in a particular fiscal year, the city or county must expend in the following fiscal year an amount that is not less than twice the three-year average less the previous year's expenditures combined, in order to meet the requirement.

FAILURE TO MAINTAIN EXPENDITURE LEVEL

350

Cities and counties failing to comply with the Three-Year Average and the Two-Year Option requirements must return all TCRF moneys received and related interest in the fiscal year of noncompliance to the State Controller for reallocation to other cities and counties whose expenditures are in compliance. Returned TCRF moneys should be mailed to:

> State Controller's Office Attention: Bill Byall P.O. Box 942850 Sacramento, California 94250

NEWLY INCORPORATED CITIES

360

For any city incorporated after July 1, 1996, the State Controller will calculate an annual average of expenditures for the period between July 1, 1996, and December 31, 2000, in which the city was incorporated.

UNRESTRICTED (DISCRETIONARY) FUNDS

370

When calculating a city's or county's annual general fund expenditures and its average general fund expenditures for FY 1996-97, FY 1997-98, and FY 1998-99, any unrestricted funds that the city or county may expend at its discretion, including but not limited to vehicle in-lieu tax revenues and revenues from fines and forfeitures, expended for street or road purposes, will be considered expenditures from general funds.

One-time allocations that have been expended for street or road purposes but may not be available on an ongoing basis, including revenue provided under the Teeter Plan Bond Law of 1994 (Chapter 6.6, commencing with Section 54773 of the Government Code), should be excluded when calculating a city's or county's annual general fund expenditures. One-time allocations relate to externally rather than internally restricted funds. For example, accumulated funds expended from a city's or county's capital improvement budget do not qualify as a one-time allocation.

The following section identifies revenues as discretionary or non-discretionary funds.

- Assessment Fees A benefit assessment, also called a special assessment, is a charge levied on real property that benefits directly from some public project or service. The charge is used to finance all or part of the costs of the improvement. Assessments spent on streets or roads during the base years are considered non-discretionary and should not be included in the base year expenditures.
- Bonds/Debt Service Payments Bond proceeds are considered discretionary only when the bond is backed with unrestricted funds and the city or county has the power of free decision regarding how to spend the bond proceeds. In addition, discretionary funds used to service debt incurred for a street or road project cannot be used to meet the maintenance-of-effort (MOE) requirement relating to general fund expenditures.
- *Developer Fees* These are treated the same as assessment fees, above.
- Enterprise Funds These funds are generally considered non-discretionary unless a city or county can demonstrate that it has the discretion to use the moneys for general fund purposes.
- Federal Aid Urban and Federal Aid Secondary This revenue is restricted for street or road purposes and is considered non-discretionary.
- Gas Tax Apportionments These revenues are restricted for street or road purposes and are considered non-discretionary.
- Redevelopment Agencies Redevelopment agencies are considered separate independent jurisdictions (i.e., special district) from the city or county and, therefore, moneys expended by these agencies do not qualify as discretionary.
- Traffic Impact Fee This revenue is non-discretionary because it is restricted for expansion of traffic on streets and roads.

EXPENDITURES OF ALLOCATIONS

380

Funds allocated to a city or county under Streets and Highways Code Section 2182 and Revenue and Taxation Code Section 7104 must be expended for maintenance or reconstruction of public streets and roads. However, the streets and roads must be part of the city's or county's street or road system as defined in Streets and Highways Code Sections 1805 and 1806 for cities and Section 941 for counties. Allowable costs may include related engineering, administration, and inspection costs. For FY 2001-02 through FY 2005-06, storm damage repair, as defined on page 6, is allowable.

These funds may also be used for the cost of work that is associated with and incidental to a street or road maintenance or reconstruction project within the street or road right of way, provided the work is necessary and/or required to bring the street or road to current design standards. For widening projects, a city or county (or the city and county) should maintain documentation supporting why an existing street or road does not meet current design standards.

Associated costs may include:

- Restriping of pedestrian crosswalks or bike lanes
- Curb and gutter work
- Sidewalk repairs and median changes because of grade changes
- Repair or reconstruction of handicap ramps or driveway approaches when bringing the street or road to current design standards (e.g., handicap ramp work when improving an intersection turning radius)
- Upgrading of traffic control devices or lighting when bringing the street or road to current design standards

General street surveys and median improvements (both hardscape and landscape) are not allowed. Purchases of fixed assets are not allowed; however, equipment usage (rental rate) costs are allowable.

Maintenance means the preservation and upkeep of a street or road, including all of its elements, in as nearly as practicable its original condition or its subsequently improved condition. Maintenance includes the following:

- Patching (including base restoration), repairing, surface treating, and joint filling
- Pothole repair
- Overlay and joint sealing
- Scarifying, reshaping, and restoration of material losses
- Repair of traveled way and shoulders
- Repainting of pavements, striping, and marking pavements
- Bridge repair

EXPENDITURES OF ALLOCATIONS (continued)

380

Reconstruction includes the following:

- Widening of the roadway or bridge (if the widening is necessary to bring the roadway width to the desirable minimum width consistent with the geometric design criteria of Caltrans for resurfacing, restoration, and rehabilitation (3R) projects that are not on a freeway; this does not include widening for the purpose of increasing the traffic capacity of a street or road)
- Overlay
- Sealing
- Drainage

Storm Damage Repair: For the purposes of Revenue and Taxation Code Section 7104 for FY 2001-02 through FY 2005-06, storm damage repair means the maintenance or reconstruction of, and related drainage improvements to, public streets and roads that have been damaged due to winter storms and flooding. Storm damage repair includes construction of drainage improvements to mitigate future roadway flooding and damage problems (in those jurisdictions that have been declared disaster areas by the President of the United States), where the costs of those repairs are ineligible for emergency funding with Federal Emergency Relief (ER) funds or Federal Emergency Management Administration (FEMA) funds. Drainage improvements include:

- Repair and reconstruction of curb and gutter and associated facilities for street or road drainage; and
- New construction of curb and gutter and associated facilities for street or road drainage to mitigate future roadway flooding and damage problems (without regard to storm damage repair and/or ineligible emergency funding criteria).

FAILURE TO EXPEND ALLOCATIONS

390

Cities and counties must expend allocations received from the TCRF no later than the end of the fiscal year following the fiscal year in which the allocation is received. Any allocations and related interest not expended within that period must be returned to the State Controller and reallocated to other cities and counties.

STATE CONTROLLER'S OFFICE RESPONSIBILITIES

400

SCO REQUESTS FOR FISCAL DATA

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The State Controller's Office (SCO) may request fiscal data from a city or county in addition to data provided in the city's Annual Street Report and in a county's Annual Road Report pursuant to Streets and Highways Code Section 2151. The city or county must furnish the data to the State Controller not later than 120 days after receiving the request. The State Controller may withhold payment to a city or county that does not comply with the request for information or that provides incomplete data.

SCO MAINTENANCE-OF-EFFORT AUDITS

420

The State Controller may perform audits to ensure compliance with the TCRF, as prescribed in Streets and Highways Code Sections 2182 and 2182.1 and Revenue and Taxation Code Section 7104(c). Cities and counties are responsible for maintaining adequate records to support their compliance with program requirements.

SCHEDULE OF EXPENDITURES

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PURPOSE OF SCHEDULE OF EXPENDITURES

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At the inception of the program, cities and counties were asked to complete the following schedules. The purpose of these schedules was to report total street or road purpose expenditures and to provide a recapitulation of all unrestricted funds, which the city and county may expend at its discretion, including but not limited to vehicle in-lieu tax revenues and revenues from fines and forfeitures.

The State Controller's Office may request fiscal data from a city or county in addition to data provided in a city's Annual Street Report and in a county's Annual Road Report under Streets and Highways Code Section 2151. The city or county must furnish the data to the State Controller not later than 120 days after receiving the request. The State Controller may withhold payment to a city or county that does not comply with the request for information or that provides incomplete data.

INSTRUCTIONS FOR SCHEDULE OF EXPENDITURES

520

Attached are Schedule of Expenditures forms for cities (Attachment A) and counties (Attachment B). Both forms provide a recapitulation of the funding sources.

The Average Annual Expenditures (page 4 of the attachments) calculates the average annual expenditure amount that was funded from general funds (discretionary funds) over the three-year period. This average annual expenditure amount is the base-year match requirement that must be met annually in order to receive any Traffic Congestion Relief Fund allocations.

Attachment A— Schedule of Expenditures for Cities

SCHEDULE OF EXPENDITURES AS REPORTED TO THE STATE CONTROLLER PURSUANT TO STREETS AND HIGHWAYS CODE SECTION 2151 (ANNUAL STREET REPORT)

Page 1 of 5

EXPENDITURES FOR

EXPENDITURES:	
Total Expenditure Amount Reported Per Schedule 3, line 31, – Expenditure Detail: (Must agree with total reported per the annual street report, pursuant to Streets and Highways Code Section 2151)	\$
Additions (Deletions)	
Grand Total Expenditures	\$
EXPENDITURE FUNDING:	
NON-DISCRETIONARY (RESTRICTED) FUNDS	\$
DISCRETIONARY FUNDING SOURCES:	
General Fund	
Vehicle In-Lieu Tax	
Fines and Forfeitures	
Total Discretionary Funds	
Grand Total	\$
(Must agree with amount per line 3)	

SCHEDULE OF EXPENDITURES AS REPORTED TO THE STATE CONTROLLER PURSUANT TO STREETS AND HIGHWAYS CODE SECTION 2151 (ANNUAL STREET REPORT)

Page 2 of 5

EXPENDITURES FOR

	FISCAL YEAR ENDED JUNE 30, 1998	
ne	EXPENDITURES:	
	Total Expenditure Amount Reported Per Schedule 3, line 31, – Expenditure Detail: (Must agree with total reported per the annual street report, pursuant to Streets and Highways Code Section 2151)	\$
	Additions (Deletions)	
	Grand Total Expenditures	\$
	EXPENDITURE FUNDING:	
	NON-DISCRETIONARY (RESTRICTED) FUNDS	\$
	DISCRETIONARY FUNDING SOURCES:	
	General Fund	
	Vehicle In-Lieu Tax	
	Fines and Forfeitures	
	Total Discretionary Funds	
	Grand Total	\$
	(Must agree with amount per line 3)	

CITY OF	
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SCHEDULE OF EXPENDITURES AS REPORTED TO THE STATE CONTROLLER PURSUANT TO *STREETS AND HIGHWAYS CODE* SECTION 2151 (ANNUAL STREET REPORT)

Page 3 of 5

EXPENDITURES FOR FISCAL YEAR ENDED JUNE 30, 1999

FISCAL YEAR ENDED JUNE 30, 1999	
EXPENDITURES:	
Total Expenditure Amount Reported Per Schedule 3, line 31, – Expenditure Detail: (Must agree with total reported per the annual street report, pursuant to Streets and Highways Code Section 2151)	\$
Additions (Deletions)	
Grand Total Expenditures	\$
EXPENDITURE FUNDING:	
NON-DISCRETIONARY (RESTRICTED) FUNDS	\$
DISCRETIONARY FUNDING SOURCES:	
General Fund	
Vehicle In-Lieu Tax	
Fines and Forfeitures	
	<u></u>
Total Discretionary Funds	
Grand Total	\$

CITY OF	

SCHEDULE OF EXPENDITURES AS REPORTED TO THE STATE CONTROLLER PURSUANT TO *STREETS AND HIGHWAYS CODE* SECTION 2151 (ANNUAL STREET REPORT)

Page 4 of 5

	ERAGE ANNUAL EXPI IREE FISCAL YEARS I		
e			
<u>AVERAG</u>	SE ANNUAL EXPENDIT	<u> FURES (DISCRETIO</u>	NARY FUNDS)
Total Discretion	ary Funds:		
FY 1996-97	FY 1997-98	FY 1998-99	TOTAL
\$	<u>\$</u>	\$	\$
(Must agree wi	th amounts per line 11)		
\$	DIVIDE BY <u>3</u>	= \$	(Average Annual Expenditure)
(Must agree wi	th amount per line 13; co	olumn 4)	
enditure amounts rep	, to the best of my known orted herein are reported a e Controller.	accurately in accordanc	
Signature		:le	Date

CITY OF	

SCHEDULE OF EXPENDITURES AS REPORTED TO THE STATE CONTROLLER PURSUANT TO *STREETS AND HIGHWAYS CODE* SECTION 2151 (ANNUAL STREET REPORT)

Page 5 of 5

EXPENDITURES

- **Line 1** Report total expenditures per Schedule 3, line 31, Expenditure Detail Recap, from the Annual Street Report to the State Controller.
- Line 2 Report additions and deletions to expenditures that were reported in error in the Annual Street Report, such as over/underreported expenditures.
- Line 3 Add Lines 1 and 2.
- Line 4 Report total non-discretionary (externally restricted) funds such as highway users tax (gas tax) apportionments, Transportation Development Act allocations, and other non-discretionary moneys.
- Lines 5-10 Report the detail of discretionary funding sources on these lines. Include general fund, vehicle in-lieu tax, traffic safety, and other funds over which the city (or the city and county) has discretion.
- **Line 11** Add Lines 5 through 10.
- **Line 12** Add Lines 4 and 11. This total must agree with Line 3.

AVERAGE ANNUAL EXPENDITURES (DISCRETIONARY FUNDS)

- **Line 13** Report amounts per Line 11 for each fiscal year.
- Line 14 The total per Line 13 divided by 3 will equal the average annual expenditure that the city (or the city and county) must expend annually in order to receive any Traffic Congestion Relief Fund allocations for that fiscal year.

Signature Line

The report must be signed by the city's (or the city and county's) chief financial officer. Unsigned reports will not be accepted.

Attachment B— Schedule of Expenditures for Counties

COUNTY OF	
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SCHEDULE OF EXPENDITURES AS REPORTED TO THE STATE CONTROLLER PURSUANT TO STREETS AND HIGHWAYS CODE SECTION 2151 (ANNUAL ROAD REPORT)

Page 1 of 5

EXPENDITURES FOR

FISCAL YEAR ENDED JUNE 30, 1997	
EXPENDITURES:	
Total Expenditure Amount Reported Per Schedule 3, line 27, – Expenditure Detail: (Must agree with total reported per the annual road report, pursuant to Streets and Highways Code Section 2151)	\$
Additions (Deletions)	
Grand Total Expenditures	\$
EXPENDITURE FUNDING:	
NON-DISCRETIONARY (RESTRICTED) FUNDS	\$
DISCRETIONARY FUNDING SOURCES:	
General Fund	
Fines and Forfeitures	
	<u></u>
Total Discretionary Funds	
Grand Total (Must agree with amount per line 3)	\$

COUNTY OF

SCHEDULE OF EXPENDITURES AS REPORTED TO THE STATE CONTROLLER PURSUANT TO *STREETS AND HIGHWAYS CODE* SECTION 2151 (ANNUAL ROAD REPORT)

Page 2 of 5

EXPENDITURES FOR FISCAL YEAR ENDED JUNE 30, 1998

	FISCAL YEAR ENDED JUNE 30, 1998		
ine Io.	EXPENDITURES:		
1	Total Expenditure Amount Reported Per Schedule 3, line 27, – Expenditure Detail: (Must agree with total reported per the annual road report, pursuant to Streets and Highways Code Section 2151)	\$	
2	Additions (Deletions)		
3	Grand Total Expenditures	\$	
	EXPENDITURE FUNDING:		
4	NON-DISCRETIONARY (RESTRICTED) FUNDS	\$	
	DISCRETIONARY FUNDING SOURCES:		
5	General Fund		
6	Fines and Forfeitures		
7			
8			
9		<u></u>	
0			
1	Total Discretionary Funds		
2	Grand Total (Must agree with amount per line 3)	\$	

COUNTY OF

SCHEDULE OF EXPENDITURES AS REPORTED TO THE STATE CONTROLLER PURSUANT TO STREETS AND HIGHWAYS CODE SECTION 2151 (ANNUAL ROAD REPORT)

Page 3 of 5

EXPENDITURES FOR

FISCAL YEAR ENDED JUNE 30, 1999	
EXPENDITURES:	
Total Expenditure Amount Reported Per Schedule 3, line 27, – Expenditure Detail: (Must agree with total reported per the annual road report, pursuant to Streets and Highways Code Section 2151)	\$
Additions (Deletions)	
Grand Total Expenditures	\$
EXPENDITURE FUNDING:	
NON-DISCRETIONARY (RESTRICTED) FUNDS	\$
DISCRETIONARY FUNDING SOURCES:	
General Fund	
Fines and Forfeitures	
Total Discretionary Funds	
Grand Total	\$

COUNTY OF	
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SCHEDULE OF EXPENDITURES AS REPORTED TO THE STATE CONTROLLER PURSUANT TO *STREETS AND HIGHWAYS CODE* SECTION 2151 (ANNUAL ROAD REPORT)

Page 4 of 5

		AVERAGE ANNUAL I EE FISCAL YEARS E		9
Line No.	<u>AVERAGE</u>	ANNUAL EXPENDIT	URES (DISCRETIO	NARY FUNDS)
	Total Discretionary	y Funds:		
	FY 1996-97	FY 1997-98	FY 1998-99	TOTAL
13	\$	<u>\$</u>	\$	\$
		amounts per line 11)	<u> </u>	·
14	\$	DIVIDE BY <u>3</u>	= \$	(Average Annual Expenditure)
	(Must agree with	amount per line 13; co	<u>lumn 4)</u>	
expen		o the best of my know ted herein are reported a Controller.		
	Signature	Titl	e	Date

COUNTY OF	
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SCHEDULE OF EXPENDITURES AS REPORTED TO THE STATE CONTROLLER PURSUANT TO *STREETS AND HIGHWAYS CODE* SECTION 2151 (ANNUAL ROAD REPORT)

Page 5 of 5

EXPENDITURES

- Line 1 Report total expenditures per Schedule 3, line 27, Expenditure Detail Recap, from the Annual Road Report to the State Controller.
- Line 2 Report additions and deletions to expenditures that were reported in error in the Annual Road Report, such as over/underreported expenditures.
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- Line 4 Report total non-discretionary (externally restricted) funds such as highway users tax (gas tax) apportionments, Transportation Development Act allocations, and other non-discretionary moneys.
- Lines 5-10 Report the detail of discretionary funding sources on these lines, such as general funds. Include general fund, fines and forfeitures, and other funds over which use the county (or the city and county) has discretion.
- **Line 11** Add Lines 5 through 10.
- **Line 12** Add Lines 4 and 11. This total must agree with Line 3.

AVERAGE ANNUAL EXPENDITURES (DISCRETIONARY FUNDS)

- **Line 13** Report amounts per Line 11 for each fiscal year.
- Line 14 The total per Line 13 divided by 3 will equal the average annual expenditure that the county (or the city and county) must expend annually in order to receive any Traffic Congestion Relief Fund allocations for that fiscal year.

Signature Line

The report must be signed by the county's (or the city and county's) chief financial officer. Unsigned reports will not be accepted.

State Controller's Office Division of Audits Post Office Box 942850 Sacramento, California 94250-5874

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